

## Message Text

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ACTION ARA-14

INFO OCT-01 ISO-00 DODE-00 EB-07 NSAE-00 USIA-06  
TRSE-00 ERDA-05 CIAE-00 ACDA-07 AID-05 EA-07  
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P R 171115Z JUN 77  
FM AMEMBASSY BRASILIA  
TO SECSTATE WASHDC PRIORITY 2274  
USDOC WASHDC PRIORITY  
INFO AMCONSUL SAO PAULO

S E C R E T SECTION 1 OF 3 BRASILIA 4970

USDOC PASS TO JEAN NELSON, SAPB/PPD

E.O. 11652: XGDS-2  
TAGS: TATT, MMOL, SHUM, BR  
SUBJECT: HUMAN RIGHTS AND GOB PURCHASE OF US COMPUTERS

REF: STATE 131133

1. SUMMARY. EMBASSY RECOMMENDS THAT USG PERMIT SALE TO BRAZIL OF ROCKWELL FINGERPRINT IDENTIFICATION SYSTEM DESCRIBED REFTEL. OUR JUDGMENT IS THAT STATED END-USE OF EQUIPMENT IS AS DESCRIBED BY BRAZILIAN AUTHORITIES, AND THAT AMOUNT AND SOPHISTICATION OF EQUIPMENT SOUGHT IS CONSISTENT WITH THE DEVELOPMENT, PRESENT AND PLANNED, OF THE CRIMINAL IDENTIFICATION SYSTEM IN BRAZIL, WHICH IS LINKED TO THE GENERAL SYSTEM OF PERSONAL IDENTIFICATION. WHILE THOSE GOB SECURITY ORGANS WITH POLITICAL CONTROL FUNCTIONS WOULD HAVE ACCESS TO THE FINGERPRINT ARCHIVES WHOSE OPERATIONS WOULD BE ENHANCED BY THE ROCKWELL SYSTEM, WE DO NOT CONSIDER THAT THOSE ARCHIVES, EITHER IN THE PAST OR IN THE FORESEEABLE FUTURE, ARE OF SIGNIFICANT VALUE TO OR PLAY A DETERMINATIVE ROLE IN THE INVESTIGATIVE/REPRESSIVE FUNCTIONS OF THE SECURITY

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APPARATUS. DISCUSSION FOLLOWS. END SUMMARY.

2. BRAZIL HAS HAD AN IDENTITY CARD SYSTEM SINCE BEFORE WORLD WAR II. WHILE POSSESSION OF AN IDENTITY CARD IS NOT LEGALLY MANDATORY (EXCEPT FOR NON-TOURIST ALIENS), IT REPRESENTS THE MOST CONVENIENT AND GENERALLY ACCEPTED PROOF OF IDENTITY FOR COMMERCIAL OR PUBLIC TRANSACTIONS IN BRAZIL,

AND OVER THE YEARS, PRESENTATION OF A CARD HAS BEEN MADE REQUISITE FOR SEVERAL SPECIFIC TRANSACTIONS, SUCH AS APPLICATIONS FOR DRIVER'S LICENSE, PASSPORT, OR EXIT VISA, WHICH ARE TOUCHSTONES OF MIDDLE CLASS EXISTENCE IN BRAZIL. AS RESULT, THE IDENTITY CARD SYSTEM IS CLOSE TO UNIVERSAL AMONG ADULTS OF ALL SOCIAL LEVELS DOWN TO AND INCLUDING THE URBAN WORKING CLASS. MANY BRAZILIANS, DRAWN FROM THE URBAN AND ESPECIALLY THE RURAL POOR, REMAIN ON THE MARGINS OF MODERN SOCIETY AND THUS HAVE NOT FOUND IT NECESSARY TO OBTAIN CARDS. NONETHELESS, CARDHOLDERS NOW NUMBER IN THE MANY MILLIONS.

3. THE IDENTITY CARD SYSTEM IS ADMINISTERED BY STATE GOVERNMENT INSTITUTES OF IDENTIFICATION, SUBORDINATED TO STATE SECRETARIATS OF PUBLIC SECURITY. FINGERPRINTS COLLECTED IN CONNECTION WITH APPLICATIONS FOR IDENTITY CARDS (WHICH THEMSELVES DISPLAY THE THUMB PRINT OF THE BEARER) REPRESENT THE PRIMARY INPUT FOR THE FINGERPRINT ARCHIVES MAINTAINED BY THESE INSTITUTES, WHICH ALSO PROVIDE CRIMINAL INVESTIGATION/IDENTIFICATION FINGERPRINT SERVICES TO THEIR RESPECTIVE STATE SECRETARIATS OF PUBLIC SECURITY. (THE OTHER PRINCIPAL INPUT IS THE FINGERPRINTS OF PERSONS ARRESTED AND BOOKED BY POLICE.)

4. BRAZIL'S FEDERAL POLICE FORCE IN ITS PRESENT FORM IS SLIGHTLY OVER TEN YEARS OLD, AS IS THE NATIONAL INSTITUTE OF IDENTIFICATION (INI) SUBORDINATED TO IT IN BRASILIA. THE INI HAS SOUGHT TO DEVELOP ARRANGEMENTS WITH STATE SECRETARIATS WHICH WOULD (AT LEAST THEORETICALLY) GUARANTEE FORWARDING TO INI OF A DUPLICATE SET OF FINGERPRINTS OF ALL  
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CRIMINAL SUSPECTS BOOKED AND FINGERPRINTED BY STATE POLICE. THIS WOULD COMPLEMENT SIMILAR INPUT FROM THE MUCH SMALLER FEDERAL POLICE ORGANIZATION. INI WOULD THUS BE A POSITION TO SERVE AS A NATIONAL FACILITY AND COORDINATING INSTRUMENT FOR CRIMINAL IDENTIFICATION, PARTICULARLY OF RECIDIVISTS. (AT FEDERAL LEVEL, INCIDENTALLY, INI ALSO SERVES AS THE CENTRAL ARCHIVE OF CRIMINAL DOSSIERS, A FUNCTION WHICH WE SUSPECT IS PERFORMED LOCALLY BY MOST OF THE STATE-LEVEL INSTITUTES OF IDENTIFICATION.)

5. IN RECENT YEARS, INI HAS MADE MAJOR STRIDES TOWARDS THE GOAL OUTLINED ABOVE, WITH A RESULTING SHARP INCREASE IN THE NUMBER OF FINGERPRINTS ON FILE. AT PRESENT, FINGERPRINTS ARE CLASSIFIED, FILED, IDENTIFIED, AND RETRIEVED ALMOST ENTIRELY BY HAND. IT IS A HIGHLY LABOR-INTENSIVE PROCESS. IN ANOTHER CONTEXT MORE THAN A YEAR AGO, INI OFFICIALS MENTIONED TO AN EMBOFF THEIR INTENTION TO ACQUIRE MECHANICAL READERS AND RETRIEVERS, AS AN EFFICIENCY MEASURE, A WAY OF COPING WITH THE GROWING NUMBER OF PRINTS ON FILE, AND AS A STEP (ALBEIT

A SMALL ONE) TOWARDS THEIR VERY LONG-RANGE GOAL, WHICH IS TO SERVE AS A CENTRAL FINGERPRINT REPOSITORY DUPLICATING THE GENERAL (NOT MERELY THE CRIMINAL) FINGERPRINT ARCHIVES OF ALL THE INDIVIDUAL STATES. SIMILAR MOTIVES, I.E., DESIRE FOR SPEED, LABOR SAVINGS, AND SHEER INFORMATION HANDLING CAPACITY, NO DOUBT MOTIVATE THE PURCHASES BY THE STATE SECRETARIATS OF PUBLIC SECURITY OF SAO PAULO AND BAHIA, WHOSE IDENTIFICATION INSTITUTES MAINTAIN GENERAL (NOT JUST CRIMINAL) FINGERPRINT RECORDS FOR THE FIRST AND FOURTH MOST POPULOUS STATES IN BRAZIL.

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FM AMEMBASSY BRASILIA  
TO SECSTATE WASHDC PRIORITY 2275  
USDOC WASHDC PRIORITY  
INFO AMCONSUL SAO PAULO

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USDOC PASS TO JEAN NELSON, SAPB/PPD

6. EMBOFFS DISCUSSED END-USE OF ROCKWELL SYSTEMS ON JUNE 15 WITH DIRECTOR OF BRAZILIAN FEDERAL POLICE, WHO INDICATED THAT SAO PAULO AND BAHIA ARE THE FIRST OF A NUMBER OF BRAZILIAN STATE GOVERNMENTS WHO WILL EVENTUALLY COMPUTERIZE THEIR IDENTIFICATION INSTITUTES. AT MEETING OF STATE SECRETARIES FOR PUBLIC SECURITY LAST YEAR, FEDERAL POLICE OFFICIALS, ACCORDING TO DIRECTOR, URGED THAT ANY SYSTEMS PURCHASES BE COMPATIBLE, PARTICULARLY WITH THE SYSTEM ENVISIONED FOR THE FEDERAL POLICE. (THIS, ALONG WITH ROCKWELL' TECHNOLOGICAL CAPACITY, HELPS EXPLAIN SIMULTANEOUS INTEREST IN ITS PRODUCTS BY THE THREE DIFFERENT GOB AGENCIES.) FEDERAL POLICE ENVISION ULTIMATELY THAT GENERAL ARCHIVES OF THOSE STATE IDENTIFICATION INSTITUTES TO BE COMPUTERIZED WOULD BE LINKED BY TERMINAL TO THE NATIONAL CRIMINAL RECORD/FINGERPRINT FILES CURRENTLY MAINTAINED IN BRASILIA BY INI. FEDERAL POLICE DIRECTOR

INDICATED THAT, DUE TO TIGHT BUDGETARY CONSTRAINTS, FEDERAL POLICE WILL PROBABLY DEFER PURCHASE OF A ROCKWELL SYSTEM FOR INI FOR AT LEAST 1-2 YEARS. SAO PAULO SECRETARIAT, WHICH IS MORE GENEROUSLY ENDOWED, WILL PROBABLY GO AHEAD WITH AN ORDER NOW, AS BAHIA HAS ALREADY DONE.

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7. DEPARTMENT HAS INQUIRED AS TO IDENTITY OF BAHIAN ENTITY PRODEB. PRODEB, I.E., COMPANHIA DE PROCESSAMENTO DE DADOS DO ESTADO DE BAHIA, IS A MIXED COMPANY WITH PARTICIPATION BY THE STATE GOVERNMENT OF BAHIA, AND PROVIDES DATA PROCESSING SERVICES TO STATE GOVERNMENT ENTITIES, PARTICULARLY IN PLANNING AND ECONOMIC FIELDS. WE ARE NOT AWARE OF ANY SPECIAL LINK BETWEEN PRODEB AND BRAZILIAN LAW ENFORCEMENT OR SECURITY ORGANS, AND SUSPECT THAT PRODEB'S PRESIDENT WILL BE TRAVELLING WITH PURCHASING DELEGATION TO THE U.S. IN AN ADVISORY/EXPERT CONSULTANT ROLE.

8. IN SUMMARY, EMBASSY BELIEVES THAT PRIMARY END-USE OF EQUIPMENT PROPOSED FOR PURCHASE IS, AS STATED BY BRAZILIAN AUTHORITIES, NORMAL CRIMINAL IDENTIFICATION/INVESTIGATION, AND THAT WHILE THE SYSTEM DOES REPRESENT A MAJOR ADVANCE IN THE STATE OF THE ART HERE, THE QUANTITY AND SOPHISTICATION OF THE EQUIPMENT UNDER CONSIDERATION IS FULLY CONSISTENT WITH THE DEVELOPMENT, PRESENT AND PLANNED, OF BRAZILIAN PERSONAL AND CRIMINAL IDENTIFICATION SYSTEMS.

9. WHATEVER THE PRIMARY USE OF THE EQUIPMENT, HOWEVER, QUESTION REMAINS AS TO ITS POSSIBLE SECONDARY APPLICATIONS TO POLITICAL MONITORING, REPRESSION OR HUMAN RIGHTS ABUSES. EMBASSY'S JUDGMENT IS THAT WHILE POLITICAL DEPARTMENTS OF SECURITY ORGANS HAVE ACCESS TO THE FINGERPRINT ARCHIVES WHOSE OPERATIONS WOULD BE ENHANCED BY THE NEW EQUIPMENT PROVIDED, THOSE ARCHIVES ARE OF LITTLE BENEFIT IN POLITICAL POLICE ACTIVITIES. DISCUSSION FOLLOWS.

10. UNDER GEISEL REGIME, RESPONSIBILITY OF NATIONAL INTELLIGENCE SERVICE (SNI) FOR INVESTIGATION OF ALLEGED POLITICAL SUBVERSIVES HAS BEEN SHARPLY REDUCED, WITH CORRESPONDING INCREASE IN ROLE PERFORMED BY THE POLITICAL DEPARTMENTS (DOPS) OF STATE SECRETARIATS FOR PUBLIC SECURITY, BY THE MILITARY SERVICE INTELLIGENCE AGENCIES, AND TO MUCH

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LESSER EXTENT BY THE POLITICAL DEPARTMENT (DOPS) OF THE

FEDERAL POLICE. SAO PAULO AND BAHIA DOPS WOULD HAVE DIRECT AND NORMAL ACCESS TO INFORMATION CAPABILITIES PROVIDED THE STATE SECRETARIATS OF PUBLIC SECURITY IN THEIR RESPECTIVE STATES, AS WOULD FEDERAL DOPS IN RELATION TO THE EQUIPMENT PROVIDED THE INI. MILITARY SERVICE INTELLIGENCE AGENCIES WOULD HAVE NO DIRECT ACCESS TO ROCKWELL SYSTEM, BUT IT MUST BE PRESUMED THAT STATE OR FEDEAL POLICE WOULD BE RESPONSIVE TO ANY MILITARY REQUEST FOR COOPERATION IN PARTICULAR INVESTIGATIONS. IN SHORT, THE BENEFITS OF THE ROCKWELL SYSTEMS WOULD BE AVAILABLE TO ALL THOSE AGENCIES WITH PRIMARY RESPONSIBILITY FOR DOMESTIC POLITICAL CONTROL. A KEY QUESTION IS WHETHER SUCH ACCESS WOULD FACILITATE TO A SIGNIFICANT DEGREE THE OPERATIONS OF THOSE AGENCIES IN DEALING WITH POLITICAL DISSENTERS. EMBASSY JUDGMENT, BASED ON ALL-SOURCE DATA, IS THAT IT WOULD NOT.

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USDOC PASS TO JEAN NELSON, SAPB/PPD

11. FINGERPRINT IDENTIFICATION DOES NOT APPEAR NOW, OR IN THE PAST, TO HAVE BEEN A SIGNIFICANT MODUS OPERANDI FOR INVESTIGATION OR IDENTIFICATION OF ALLEGED SUBVERSIVES IN BRAZIL. PRIMARY MEANS, WHICH HAVE PROVEN FULLY EFFECTIVE IN THE PAST, ARE INFORMANT SYSTEMS, PENETRATIONS OF ORGANIZATIONS, PHYSICAL SURVEILLANCE AND INTERROGATION OF SUSPECTS AND CAREFUL MONITORING OF THEIR PUBLIC EXPRESSION. FINGERPRINT IDENTIFICATION AND/OR COMPUTERIZED DOSSIER COLLATION SYSTEMS, WHETHER AT STATE OR NATIONAL LEVEL, WOULD BE USEFUL CHIEFLY IN DEFEATING ATTEMPTS AT USE OF MULTIPLE ALIASES OR IN ASSEMBLING DATA

ON SUSPECTS WHOSE ACTIVITIES SPILLED OVER INTO SEVERAL DIFFERENT STATES. SUCH A PATTERN IS QUITE COMMON IN THE CASE OF ORDINARY CRIMINAL ACTIVITY HERE: THAT ACTIVITY IS CENTERED AMONG THE LOWER SOCIAL STRATA OF BRAZIL, WHO DISPLAY AN EXTREMELY HIGH RATE OF INTERNAL MIGRATION WITHIN THE COUNTRY. THIS FACTOR, WE SUSPECT, HELPS EXPLAIN THE KEEN INTEREST OF BRAZILIAN AUTHORITIES IN ENHANCING THEIR FINGER-PRINT IDENTIFICATION CAPABILITIES AND LINKING STATE IDENTIFICATION INSTITUTES TO THE INI.

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12. HOWEVER, SUCH ITINERANCY IS NOT TYPICAL OF POLITICAL SUSPECTS AND DETAINEES -- AT LEAST DURING THE PAST 4-5 YEARS, FOLLOWING DEFEAT OF UNDERGROUND TERRORIST MOVEMENTS. THOSE ARRESTED, MOST COMMONLY ON CHARGES OF COMMUNIST PARTY ACTIVISM, ARE RELATIVELY STABLE AND FIXED MEMBERS OF THE COMMUNITIES IN WHICH THEY LIVE, AND IT IS HIGHLY DOUBTFUL THAT FINGERPRINT IDENTIFICATION, OR EVEN COMPUTERIZED DOSSIER COLLATION (WHICH DOES NOT APPEAR TO BE PART OF THE ROCKWELL PACKAGE IN ANY CASE) DID OR COULD HAVE CONTRIBUTED SIGNIFICANTLY TO THEIR APPREHENSION.

13. DEPARTMENT INQUIRED CONCERNING GOB'S USE OF COMPUTERS FOR INTELLIGENCE/INVESTIGATIVE/IDENTIFICATION PURPOSES. QUESTION CAN BE DIVIDED INTO TWO PARTS: 1) ACCESS AND 2) USE. GIVEN INCREASINGLY WIDESPREAD USE OF COMPUTER SYSTEMS BY FEDERAL GOVERNMENT, INCLUDING THE MILITARY, IT MUST BE PRESUMED THAT SNI, MILITARY SERVICE INTELLIGENCE AGENCIES, AND POSSIBLY THE FEDERAL POLICE, WOULD HAVE ACCESS TO COMPUTERS FOR THESE PURPOSES IF A PRIORITY NEED EXISTED. SAME IS TRUE OF STATE POLICE ORGANIZATIONS IN THE MORE SOPHISTICATED BRAZILIAN STATES, CHIEFLY RIO DE JANEIRO AND SAO PAULO. HOWEVER, WE HAVE SEEN NO INDICATIONS OF SUCH USE OF COMPUTERS, AND OUR TENDENCY IS DOUBT THAT IT EXISTS. APART FROM THE LIMITED APPLICABILITY OF SUCH EQUIPMENT IN COUNTER-SUBVERSIVE OPERATIONS IN BRAZIL, INITIATIVE AND IMAGINATION FOR ITS EMPLOYMENT ANY TIME SOON APPEAR TO BE GENERALLY LACKING HERE. RELEVANT EXPERIENCES OF EMBASSY SOURCES WITH SNI, ALBEIT LIMITED, SUGGEST THAT THAT ORGANIZATION, WHICH OF ALL WOULD BE THE MOST LIKELY TO USE COMPUTERS, DOES NOT EMPLOY THEM, AT LEAST FOR INDIVIDUAL-ORIENTED INVESTIGATIONS. MARITIME DIVISION OF FEDERAL POLICE IS THINKING SERIOUSLY OF EMPLOYMENT OF COMPUTERS TO COLLATE BORDER ENTRY AND EXIT AS WELL AS ALIEN REGISTRATION RECORDS ON NATIONWIDE SCALE. HOWEVER, THIS APPEARS AIMED PRIMARILY AT REMEDYING SEVERE DEFICIENCIES IN ALIEN REGISTRY SYSTEMS HERE AND AT CONTROLLING GROWING

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PROBLEM OF ILLEGAL ALIENS IN BRAZIL. INDEED, ONE OF GREAT HANDICAPS OF DPF IN NARCOTICS COOPERATION IS LACK OF NATIONAL SYSTEM OF INFORMATION STORAGE AND RETRIEVAL ON NARCOTICS SUSPECTS, LEADING DPF TO CONSIDER COMPUTER SYSTEM.

14. DEPARTMENT HAS INQUIRED CONCERNING LIKELY GOB REACTION TO REFUSAL/CANCELLATION OF EXPORT LICENSES FOR ROCKWELL EQUIPMENT. HUMAN RIGHTS ISSUE IS, OF COURSE, A PARTICULARLY SENSITIVE ONE IN US/BRAZIL RELATIONS, AND CANCELLATION/REFUSAL OF LICENSES WOULD BE INTERPRETED BY GOB AS NEGATIVE USG COMMENTARY UPON STATE OF HUMAN RIGHTS IN BRAZIL. AS SUCH, DECISION WOULD DEFINITELY BE ILL-RECEIVED. GOB MIGHT ALSO BE PERPLEXED, OR EVEN SUSPICIOUS OF MOTIVES FOR STEP, AS IT WOULD APPEAR TO CONTRAST WITH RELATIVELY (REPEAT RELATIVELY) FAVORABLE HUMAN RIGHTS REPORT ON BRAZIL AND WITH USG POSITION, RECENTLY EXPRESSED TO BRAZIL AT VERY HIGH LEVELS, THAT WE ACKNOWLEDGE AND APPLAUD SIGNIFICANT HUMAN RIGHTS IMPROVEMENTS UNDER GEISEL REGIME. CANCELLATION/REFUSAL MIGHT AFFECT WORKING RELATIONSHIP MAINTAINED BY MISSION ELEMENTS WITH FEDERAL POLICE AND SAO PAULO STATE POLICE, AND RAISE QUESTION IN MINDS OF LATTER ABOUT COMMITMENT OF USG TO COOPERATE WITH THEM THROUGH LEGATT (NOW HEADQUARTERED IN BUENOS AIRES) AND DEA. FINALLY, EXPORT CONTROLS, EVEN ON THIS SPECIFIC ITEM, COULD ALSO SPARK SOME RENEWED GOB CONCERN OVER USG USE OF TRADE POLICY AS A HUMAN RIGHTS SANCTION. HOWEVER, SINCE SALE INTRINSICALLY IS A RELATIVELY MINOR MATTER FROM GOB STANDPOINT, AND SINCE CANCELLATION OF LICENSES WOULD BE SEEN MORE AS AN EXERCISE OF USG SOVEREIGNTY THAN AS INTERVENTION IN BRAZILIAN INTERNAL AFFAIRS, GOB WOULD PROBABLY SWALLOW ITS ANNOYANCE AND NOT SEEK TO ESCALATE ISSUE, PROVIDED SUBJECT WAS NOT PLAYED UP IN US OR BRAZILIAN MEDIA. GOB WOULD PROBABLY MAKE ITS DISPLEASURE KNOWN, IF AT ALL, IN PRIVATE DIPLOMATIC CHANNELS, AND WOULD THEN PROCEED TO SHOP AROUND FOR ALTERNATE SUPPLIERS, IF ANY.

15. IN VIEW OF DISCUSSION ABOVE, AND BASED NOT

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PRIMARILY ON POSSIBLE GOB REACTION TO A LICENSE REFUSAL BUT ON THE MERITS OF THE CASE ITSELF, EMBASSY RECOMMENDS THAT DEPARTMENTS OF STATE AND COMMERCE PERMIT SALES OF FINGER-PRINT SYSTEMS, AS DESCRIBED REFTTEL, TO GO FORWARD. CRIMMINS

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